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1. PURPOSE. To provide guidance for the development of a Comprehensive Plan that will assist in the accomplishment of my Strategic Objectives and Desired Effects.

2. BACKGROUND. As Commander, U.S. Naval Forces Europe, I am responsible for supporting the mission, strategic objectives and guidance of Commander, U.S. European Command (CDRUSEUCOM) and the Chief of Naval Operations. To that end, I published my Priorities (reference (a)) and Commander's Intent (reference (b)). This document builds upon those references, restating and expanding the basic premises therein. Specifically, this document:

- Reinforces my commitment to supporting CDRUSEUCOM's Strategic Vision and articulates my vision.
- Establishes the guiding principles that underpin that vision.
- Reiterates my priorities in the context of Strategic Objectives and desired effects.
- Articulates Navy Europe's Role in carrying out the Military Objectives set forth in the 2004 National Military Strategy.

3. VISION

(a) CDRUSEUCOM's Strategic Vision is one I share: "A Europe whole and free, rooted in an enduring transatlantic partnership, ensuring regional stability and contributing to out-of-area operations; a Russia working constructively with NATO; a Middle East at peace; and an Africa with strong sub-

regional institutions contributing to collective and long-term stability."

(b) My vision for U.S. Naval Forces in Europe is this: Theater **air and sea lanes that are open and free** for the peaceful, productive movement of international commerce; **enduring transatlantic and NATO naval relationships** that remain strong and true; **steadily deepening cooperation** among all maritime forces, particularly among countries to the **South and East of Europe**; a **Russian Navy that operates, trains and communicates constructively** with United States and NATO naval forces; and, **when required, U.S. Naval Forces dominating** the continuum of warfare from the maritime domain.

4. GUIDING PRINCIPLES

(a) Alignment

(1) Proper alignment, internally and externally, is critical to success. We must be aligned in resource distribution -- both in terms of people and dollars. We must be aligned in communications to ensure a consistency of message, open and transparent at all times. We must align our priorities and our execution: what are we actually producing? Alignment in concept is not a mystery, but in practice can be extremely difficult to achieve.

(2) This year we will continue a concerted effort to achieve proper alignment. It will require the focused attention of leadership to identify where we are misaligned and implement the steps required to correct it. Therefore, one strategic objective will be to evaluate and assess our alignment in these key areas: organization; resources (people and money); communication; and priorities and execution.

(b) Commitment to Change

(1) We are at war, fighting a new and elusive enemy who thinks, studies and adapts. We must likewise be agile and flexible enough to continuously place him at risk, and adapt quickly in a dynamic and technologically challenging environment. Success in this new environment demands that we continue to transform the way we do business. The only constant in our future is change.

(2) This year I expect us to accelerate and expand our **transformation**. **U.S. European Command focus is shifting "south**

and east." U. S. Naval Forces Europe, by virtue of our physical presence and capabilities, represents a key enabler to that joint effort. For us in Navy Europe, "transformation" means much more than relocating staffs, eliminating stovepipes, and reducing our footprint. Transformation is a mind-state, not an end-state.

(3) Our transformation efforts must expand to include more innovation; alignment with Sea Warrior and the Navy's new Human Capital Strategy; implementation of new operational concepts, such as Sea Basing and Sea Shield; vigorous application of and support for the Fleet Response Plan; insertion of new technology and the integration of FORCENET into our security cooperation objectives; support for the development of the NATO Response Force (NRF); a comprehensive set of new business rules for resource allocation in concert with Sea Enterprise; and an aggressive theater security cooperation execution strategy rooted in the tenets of effects-based operations.

(c) Effects Based Thinking

(1) Over the past several months, we have labored hard to integrate our operational planning, execution and assessment efforts by applying the tenets of Effects Based Operations (EBO). EBO not only provide a means of clearly identifying what we hope to achieve, but allows us to accurately monitor our progress in order to dynamically allocate resources and/or alter our tactical actions to achieve desired effects.

(2) EBO represents a new way of thinking about our business. It encourages flexibility and innovation. It requires the military professional to adapt to change in the security environment and to more carefully apply his/her resources. EBO forces us to abandon pre-conceived notions about what **we have traditionally done** and think rather in terms of what **we should do**. It reinforces the plain fact that the real measure of success is the effect achieved -- the end result.

(3) I am convinced we need to apply EBO to all our business practices at all levels of command. Call it Effects Based Thinking. We need to take stock of what we do with our time and our resources, ensuring that both are mapped to clearly articulated effects with well-defined measures of effectiveness. I want everyone to be brave enough to ask themselves, Why do we do this function? What are we achieving as a result? Does the end justify the means? We need to be able to identify our

desired effects, continuously assess our progress, and redirect our efforts when necessary. Effects Based Thinking will thus serve as a "**strategic vector**" for transformation, providing us both magnitude and direction.

(d) Risk

(1) Risk management is a central part of any organization's strategic success. Managing risk should be a continuous and developing process that pervades our strategy. It should address all the risks inherent to our actions. Finally, it must be integrated into our culture, our approach to problem solving and our decision-making processes.

(2) I am not afraid of risk. I challenge each and every leader to assess and take prudent risks, making sure that our application of valuable resources are aligned with our priorities and objectives. We will manage risk, not avoid it; we will balance risk against potential return.

5. PRIORITIES AND STRATEGIC OBJECTIVES. Having now served as your Commander for several months, I have had an opportunity to review my priorities as originally promulgated in reference (a). Below I restate and amend these priorities, supporting each with Strategic Objectives.

(a) Develop Leaders. I fundamentally believe that within each and every one of us lies the capacity to lead. Sometimes that capacity is self-evident; sometimes it must be nurtured. First among my priorities is to recognize this fact and to expend energy and effort to develop the leadership potential in every man and woman serving in Navy Europe. Nothing else we accomplish -- no other priority we pursue -- is of much consequence if we do not have sound and effective leadership in place to enact it.

We will:

- Provide our Navy Family with safety and a good quality of service.
- Commit to personal development plans for every Sailor in Navy Europe.
- Establish a mentorship program theater-wide.

- Develop a Human Capital Strategy for Navy Europe, in alignment with Sea Warrior and the Navy's Human Capital Strategy.
- Foster Navy Europe as an assignment of choice; have it recognized throughout the Navy as a demanding, challenging and rewarding career option.

(b) Help Win the War on Terror. The United States Navy in Europe remains a key member of the joint and coalition team fighting the war on terror. Naval forces based here have provided persistent, flexible support to forces flowing in and out of the U.S. Central Command AOR, as well as a significant contribution of "below the line" forces. As this war enters its fourth year, we must steel ourselves for more such challenges and more such contributions. This will be a long war, affecting and involving generations yet unborn. We must stay committed to the task for the long haul.

We will:

- Put enemy operations at risk.
- In concert with allies, partners and inter-agency efforts, counter those factors of instability throughout the AOR that contribute to the growth of transnational terrorism.
- Disrupt/dissuade the enemy's use of the sea.
- Integrate with joint and NATO forces whenever possible.
- Demonstrate a "leap" in information management.

(c) Expand and Accelerate Navy Europe Transformation

(1) Our transformation forms the "nexus" among CDRUSEUCOM, CNO and NATO transformational strategies aimed at producing more agile, responsive, technologically advanced joint and combined expeditionary forces. This transformation includes CNE-C6F staff bases and infrastructure, operational forces, theater support commands (partners) and recapitalization of funds for the U.S. Navy at large -- but that is not all.

(2) I want our transformation to represent a revolution in the way we think and the way we do business. I want Effects Based Thinking to dominate. We must concentrate less on gathering input data (i.e., number of sorties, number of port visits) and repeating legacy activities, and more on producing outputs and achieving desired effects. We must begin every endeavor with the end clearly in mind.

We will:

- Accelerate the consolidation of our footprint and activities "south and east."
- Generate and execute advanced operational concepts.
- Identify opportunities for technology insertion in NATO, joint and/or national and multi-national exercises.
- Aggressively implement the Navy's Human Capital Strategy Plan and integrate this into the personal development plans of Navy Europe Sailors.
- Continuously evaluate our new organization to ensure it is aligned and effective.
- Evaluate our Theater Security Cooperation Plan to ensure it is transforming for the future.

(d) Sustained Supremacy at Sea

(1) Our vision of free and open air and sea lanes is not a given. It must be attained through hard work and then defended vigilantly, for unlike the land, the sea is largely ungoverned. No walls are constructed -- no sentry posts stand -- to prevent the movement of our adversaries or their weapons and material. We, along with the naval forces of our allies and partners, must be those sentries.

(2) In realization of that fact and in keeping with our role as the naval component of U.S. European Command, we will maintain our supremacy of the sea and project persistent and flexible combat power onto and beyond the shore. The freedom to conduct naval operations in support of joint, allied and coalition forces will be assured by our enduring and transformational warfighting capabilities.

We will:

- Integrate at sea operations with both our enduring and emerging partners.
- Integrate more aggressively into NATO operations.
- Participate in the NRF.
- Advance the execution of the Fleet Response Plan (FRP).
- Incorporate the concepts of Sea Basing and Sea Shield in operations and exercises.
- Continue the development and integration of the Common Maritime Tactical Picture.
- Advance Maritime Intercept Operations in terms of its sophistication and effectiveness.
- Engage our partners in the effective utilization of smaller naval forces.
- Look to a future with more integrated and more capable SOF and EOD force capabilities.
- At every step, actively leverage the Navy's Active-Reserve Integration plan. Make the reserves as vibrant as they can possibly be in Navy Europe.

(e) Strengthen Enduring and Emerging Partnerships

(1) We do very little anymore as a solitary service at sea. The days of Navy ships sailing over the horizon to do battle disengaged from their sister services are over.

(2) If the war on terror has taught us nothing else, it is that the future of national and international security lies in mutual cooperation, jointness and interoperability. The Navy brings to the fight unique maritime and expeditionary warfighting prowess, but that prowess is only as good as the contribution it makes to the overall strategic effort. Nobody goes it alone.

(3) We must expand our definition of partnerships to include nations, navies and other organizations of expertise not traditionally considered or consulted.

We will:

- Encourage the development of a collective security environment.
- Assist emerging partners in the development of democratic institutions and the rule of law.
- Develop a comprehensive naval security cooperation strategy that supports NATO and CDRUSEUCOM's Theater Security Cooperation Strategy, Regional Strategic Plans and Country Campaign Plans for:

Black and Caspian Seas

Mediterranean Sea Littoral

Atlantic Africa

Russia

- Exercise warfighting capabilities; partner more closely with U.S. Second and Third Fleets and their ongoing training and technology initiatives.
- Explore new technologies; integrate more closely with the Naval Warfare Development Command and the Sea Trial process.
- Develop new and innovative ways to engage emerging partners.
- Strengthen and expand multi-national maritime partnerships.
- Instill the notion of "Presence with a Purpose" into all planning and execution efforts.

6. NATIONAL MILITARY OBJECTIVES. In the National Military Strategy of 2004, the Chairman of the Joint Chiefs of Staff established three military objectives that support the National Defense Strategy:

(a) Protect the United States against external attacks and aggression.

(b) Prevent conflict and surprise attack.

(c) Prevail against adversaries.

Navy Europe will:

- Protect by serving as the first layer of defense of our own homeland and contributing to the collective security of our enduring and emerging partners with a keen focus on our NATO alliance.
- Prevent by supporting Joint, Allied, Combined and Inter-Agency efforts to counter terrorism and the factors of instability through collective and cooperative security arrangements with partner states.
- Prevail by putting our adversaries at risk, wherever they operate within our AOR, focusing on the maritime domain.

7. EXECUTION

(a) Navy Europe is alive and well and remains at the leading edge of change. That stands as testament to your hard work and dedication over the last year. But we cannot rest on those laurels. We must push new boundaries, seek new opportunities and challenge new assumptions. **We must continue to change**, to transform our operations and to prepare for what will no doubt be a challenging future.

(b) Change is hard. I know that. But the vision we seek and the security of our citizens, allies and friends depend upon it. I challenge every leader in Navy Europe -- and **we are ALL leaders** -- to commit yourselves to that change, to identify the specific effects in your area of expertise that support our strategic objectives, to focus our resources on those tasks that achieve these effects, and to carefully select measures of effectiveness necessary to monitor our progress.

(c) I expect leaders to use this guidance as the foundation for constructing a comprehensive plan to accomplish these Strategic Objectives and Desired Effects. I further expect

that plan to be reviewed periodically to assess its applicability and progress.

(d) In his 2005 guidance, CNO put it this way: "Our task: Prevail today while bridging to a successful future." As leaders, I remain confident that everyone in Navy Europe will do precisely that.

A handwritten signature in black ink, appearing to read 'M. G. Mullen', followed by a long horizontal line extending to the right.

M. G. MULLEN
Admiral, U. S. Navy